CHAPTER 1

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Master plan consultant, park manager and citizen advisory committee members reviewing aerial maps at the park.



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The challenge for many . . .

is not whether to have tourism.

but to have it on their terms.

THE FUTURE AT A GLANCE

The following is an excerpt from the 1998 Idaho State Comprehensive Outdoor Recreation and Tourism Planning (SCORTP) Assessment and Policy Plan. This document is the most comprehensive source of information on Idaho outdoor recreation and tourism. It was designed by a multi-agency planning team to assist in the decision-making needs of a variety of tourism providers. These 'mega-trends' will have an impact on everything we do. These insights are particularly timely and relevant with regard to the historic agriculture-based economy and increasing urbanization of the region in which Eagle Island State Park is located.

"Changing industries and lifestyles in Idaho, the Northwest and many other rural or predominately

lesser-developed

natural environment areas are contributing to a shift in natural resource use and management—away from traditional commodity values to amenity values. As the industries of these areas change to manufacturing, information, service and recreationbased industries, the need to manage growth, preserve or enhance living environments and manage for amenity values is becoming increasingly important. While these changes will impact traditional commodity or extractive resource industries, other forces and changes in values and product demand outside of the areas, as well as changing technology within these industries, will create major shifts in how we use and value our natural resources.

"Conflict resolution, resource use and management trade-offs, limits of acceptable change, human carrying capacities, limits of growth and sustainability will be paramount issues in natural resource management in the future. These challenges will occur within and between all natural resource uses and values. They will intensify among various recreation and tourist uses and values. The opportunities for teaching, research and outreach to better meet these challenges will grow dramatically in the next five to ten years.

"Teaching the citizens of the world to be better stewards of the environment, as well as broadening their horizons and enriching their lives through understanding the natural and human environments in which they live and visit, will become increasingly

important in the future. These tasks or opportunities will require environmental communications in both formal and informal settings. They will entail ef-

fective and meaningful communications with advocates and adversaries of natural resource use and management, environmental education for school children and adults of all ages, and natural and human history interpretation for visitors to the world's special places.

"Tourism is the fastest growing economic activity in Idaho. It is now the largest economic activity in the world. Today, nearly one out of every 15 people in the world works in a job that serves the needs of people who travel away from home. The positive and negative impacts from tourism in rural places such as Idaho, much of the west and vast areas throughout the world, will intensify over the next five to ten years. Maximizing these benefits while minimizing or mitigating the costs are vital to the health and well-being of these places and the people who live and visit in them. Tourism can help



many rural communities to diversify or supplement other industrial activities. At the same time, it will require proactive management to minimize the social and environmental costs, which may come with increased tourism. People will discover Idaho and other natural environment-based areas as desirable places to visit and live in increasing numbers. The challenge for many of these places is not whether to have tourism, but to have it on their terms. This will require careful planning, development and management guided by well-educated leadership armed with the most current information and innovation."

PARK AND RECREATION PLANNING AND DEVELOPMENT IN IDAHO AN OVERVIEW

Authority

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In 1965, the Idaho State Legislature enacted legislation creating the Idaho Department of Parks and Recreation (IDPR). The legislation reads, in part: It is the intent of the Legislature that the Department of Parks and Recreation shall formulate and put into execution a long range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged.

The Idaho Park and Recreation Board is responsible for administering, conducting and supervising the IDPR. The Legislature has given the Board the power to:

Make expenditures for the acquisition, care, control, supervision, improve-

ment, development, extension, and maintenance of all lands under the control of the department.

- Appoint local or regional advisory councils to consider, study, and advise the department in the development, use and maintenance of any areas to be considered as future park sites.
- Cooperate with the federal government and local governments of the state for the purpose of acquiring, developing, extending or maintaining lands which are designated as state parks.
- Construct, lease or otherwise establish public park or recreational facilities and services, and charge and collect reasonable fees to operate these facilities and services.
- Apply to any appropriate agency or officer of the federal government for aid from any federal program respecting outdoor recreation, and obligate the state regarding the responsible management of any federal funds transferred to it for the purpose of federal enactment.

Policy

The Idaho Park and Recreation Board has established operational policies to guide IDPR staff in the acquisition, planning, development, and protection of land for public outdoor recreation use. They are as follows:

Acquisition. Acquisition of recreation lands is vital to the state park system and should occur in tandem with the needs of a growing population. Public use of these acquired areas should be made possible as soon as the department is able.

Planning. Few responsibilities of a state park system are more important than planning. To ensure people's recreating needs will be met by the state park system, there should be current and advance planning for recreation facilities and services. Such planning shall follow the Master Plan



Guidelines document adopted by the Board. Planning shall be in conformance with the Idaho State Comprehensive Outdoor Recreation and Tourism Plan (SCORTP).

A state park classification system has been adopted to aid in the proper planning, development, and management of park lands. Four classifications have been defined: natural, recreation, historic parks, and recreation trailway.

In all stages of planning, and in the allotment of priorities, the use of existing waterbased areas for recreational development shall be emphasized.

The department shall plan for appropriate conservation-education facilities and activities that will enhance the public's use and enjoyment of the system.

The department shall plan for creative and informative interpretive programs. In the planning, development, and implementation of interpretive programs, the department shall identify and emphasize the values, which are of primary importance for each park.

Development. Services and facilities shall be in accordance with the park classification and land use classifications (zoning) of each park. Considerations for facilities and service shall be:

- Within the park system, provision shall be made for a wide range of interests and activities enjoyed by Idaho residents and tourists.
- Each park will be developed for as many activities as is consistent with its classification and will be managed to ensure the wise use and protection of the facility or resource.
- To allow full park use by individuals who may or may not own recreational equipment, IDPR may consider the rental and sale of items appropriate in parks.
 - 4. Park facilities developed to facili-

tate service and provide recreational opportunity shall be architecturally suited to the theme and purpose of the park.

- No facilities or services shall be permitted within a park which encourages or contributes to rapid deterioration of the park environment or adjacent property.
- Access for people with disabilities will be provided in all new development.

Protection. Lands acquired for the state park system should remain dedicated to that use and protected against exploitation.

Direction

The State Comprehensive Outdoor Recreation and Tourism Plan (SCORTP) has established areas of emphasis which provide guidance to IDPR and other outdoor recreation providers in the development of outdoor recreation programs and facilities. The 1998 SCORTP identifies the following areas of emphasis.

- Agency and other planning efforts should consider the guidance provided in the State Comprehensive Outdoor Recreation/ Tourism Plan.
- Updates of SCORTP should consider guidance provided by agency and other planning efforts.
- 3. Continue the cooperation between the Idaho Recreation/Tourism Initiative Partners, the Idaho State Travel Council, the Idaho Rural Partnership and other statewide entities interested in the recreation/tourism field.
- 4. Strengthen the role of the Regional Travel Councils for coordinating recreation/tourism policies and actions at the local level. Encourage the focus on integrating recreation initiatives with rural tourism efforts as outlined in the Idaho Rural Tourism Development Plan and the General Community Programs.
 - 5. Maintain public access to public rec-



reation/tourism opportunities.

- Promote and provide for the safe and enjoyable use of public recreation/tourism facilities and opportunities.
- Comply with the "Americans with Disabilities Act" requirements to make facilities accessible to all people.
- Consider opportunities to disperse use from the more heavily used areas to more lightly used areas. Consider marketing lightly used areas and de-marketing over used areas.
- Simplify the user fee system to make public participation easy.
- Look for ways to finance recreation facility needs beyond the traditional governmental budget appropriation process.
- 11. Resolve conflicts between user groups. Consider improving signage, public information programs on etiquette, facilitating better communications between client groups and providing more facilities.
- Consider providing more recreation facilities close to population centers.
- Consider new state park sites in southeastern and southwestern Idaho.
- 14. Consider expanding state park campsites in northern Idaho.
- Complete the Idaho Wetlands Classification map.

In addition to these areas of emphasis, IDPR has adopted the following directives.

1. Utilize innovation and new technology in energy conservation relative to park and recreation areas and facilities. This would include project elements that would demonstrate innovative and cost-effective on-site generation of energy which is not dependent on extractive fuels, e.g., solar hot-water systems and active solar-heat systems. It also includes project elements which demonstrate innovative and cost-effective methods of conserving energy through the design of sites and buildings, i.e., the use of

- natural features such as the sun, wind, landscaping, and topography to passively heat, cool, and illuminate. (Executive Order 96-18.)
- 2. Initiate life cycle costing as a technique whereby the long-term maintenance and operating costs of a building or product are considered in addition to its original purchase price or construction costs. (Executive Order 94-11.)
- Address areas of priority emphasis the Idaho Park and Recreation Board has identified for project development. Emphasis areas include projects which will be income-producing and make the trend of nonreliance on the General Fund for operating expense a reality; will provide opportunities for education and interpretation on natural, historical, and cultural resources; acquire lands critical to the department's mission, e.g., in-holdings, buffer areas, historic preservation sites, or critical recreation sites; enable utilization of volunteers to help operate and maintain parks; and provide agency coordination efforts to furnish trailhead facilities and parking areas to provide access to land managed by others. (Board Directives - 10/29/98)

AGENCY STRATEGIC PLAN CONGRUENCY ANALYSIS

Purpose

The following analysis was prepared, upon the conclusion of the planning process, to emphasize how the resulting park master plan is congruent with the agency's mission and vision statements, and the goals of the agency strategic plan.

Agency Mission

The mission of the Idaho Department



Mr.

of Parks and Recreation is found in Idaho Code Section 67-4219. This section of code states that the agency is to "formulate and put into execution a long-range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of the life of the people may be further encouraged."

The Eagle Island Master Plan update

describes a longrange comprehensive plan for the protection, development and wise use of Eagle Island State Park. It builds upon many of the concepts outlined

in the original 1980 Eagle Island State Park General Development Plan. The resource analysis performed verifies that Eagle Island State Park and the adjacent Boise River truly comprise an area of scenic beauty, recreational utility and historic interest. The type, nature and scale of the development proposed for the park were purposefully selected to balance resource use and protection, while providing significant recreational and educational opportunities for park visitors.

Agency Vision

IDPR's vision states, "We are innovators in outdoor recreation, committed to excellent service and resource stewardship. We foster experiences that renew the human spirit and promote community vitality."

The master plan is in alignment with the agency vision statement, specifically align-

ment is achieved in the following ways:

- The provision of wetland mitigation sites and the potential development of specific wetland areas for tertiary sewage treatment represent innovative and cooperative solutions to community-wide challenges.
- The creation of an environmentallyfriendly, wetlands-oriented golf course represents the department's desire to be good stewards of both natural and financial resources.
- The addition of equestrian and camping facilities, the construction of a multipurpose trail system, and the provision of a

The Eagle Island Master Plan update describes a long-range comprehensive plan for the protection, development and wise use of Eagle Island State Park. It builds upon many of the concepts outlined in the original 1980 Eagle Island State Park General Development Plan.

regionally-significant wetlands education/research center will provide additional opportunities for the part to renew the human spirit.

• The identification of the park as a land and water trail hub will integrate the park into the fabric of surrounding communities. This will promote community vitality by encouraging and enabling park visitors to seek experiences up and down the Boise River corridor, far beyond the limits of the park's boundaries.

Agency Strategic Plan

The agency strategic plan, Horizons: Strategic Direction for the Idaho Department of Parks and Recreation 2001 – 2005, was adopted by the Idaho Park and Recreation Board on August 4, 2000. The plan is a formal document that communicates the agency's mission, vision, goals, and direction to various audiences, including the



Governor and the Legislature, the Division of Financial Management, client and constituency groups, the general public, as well as the employees of the agency. In Idaho state government, the ultimate goal of strategic planning is to assure that services provided by state government entities meet the needs of the people, as outlined in Idaho Code 67-1901-1902.

This plan identifies nine strategic areas that are supported by 58 strategic goals. Implementation of the *Eagle Island State Park Master Plan* will provide Eagle Island State Park the means to assist the agency in its pursuit of the following selected agency goals.

A. NATURAL RESOURCE AND HISTORIC PRESERVATION STEW-ARDSHIP

- A2. Enhance stewardship of natural resources and sensitive areas.
- A3. Provide increased understanding and appreciation of our resources by partnering with schools, communities and other organizations.
- A4. Sensitively balance the preservation of our state's natural resources with recreational use.

B. COMMUNITY RELATIONS AND PUBLIC SATISFACTION

- B1. Will more closely meet community needs and provide programs that are seamless to the public.
- B2. Enhance customer satisfaction.
- B3. Provide a quality product/ service that is appropriately priced.
- B4. Provide dynamic recreation adventures.
- B5. Provide "Today's Fun & Tomorrow's Memories."

B6. Connect facilities with activities to create dynamic adventures.

C. HUMAN RESOURCES

C6. Diversify our workplace and meet the needs of diverse visitors.

D. REVENUE ENHANCEMENT

D1. Generate funding needed to meet new agency goals by becoming more selfsufficient and entrepreneurial.

F. FACILITIES

- F1. Enhance our existing physical infrastructure.
- F2. Provide a range of facilities that accommodates diverse needs and economic abilities.

G. LEADERSHIP

G1. Become an agency that "lives" its



HORIZONS:

Strategic Direction for the Idaho Department of Parks and Recreation 2001 - 2005

DIRK KEMPTHORNE, Governor Yvonne Ferrell, Director

Idaho Park & Recreation Board

Glenn E. Shewmaker, Chair Region IV, Kimberly

> Robert M. Haakenson Region I, Hayden

Beverly Boyd Region II, Geneses

Ernest J. Lombard Region III, Esgle

Jean S. McDevitt Region V, Pocstello

Douglas A. Hancey Region VI. Rexburg



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vision.

G4. Become an agency that shares resources to achieve goals and objectives.

H. MARKETING, PUBLIC INFOR-MATION & EDUCATION

- H3. Understand public demand and provide resources to meet that demand.
- H6. Provide enhanced educational opportunities in recreation and natural, his torical and cultural resources.
- H7. Become a significant partner in the education system.
- H8. Create a time when IDPR is synonymous with education and interpretation.

PRELIMINARY POLICY STATEMENTS: EAGLE ISLAND STATE PARK MASTER PLAN

Introduction

Prior to beginning the planning process, the following policy statements were developed to guide participants, to outline planning goals, to establish limits, to identify authorities from which approval must be obtained and to provide a yardstick to measure the success of the final product:

- 1. The Master Plan (MP) will follow the *IDPR State Park Master Plan Guidelines* (1997) and will be consistent with all policies adopted by the Idaho Park and Recreation Board.
- 2. The MP must comply with the provisions of the *Ada County Comprehensive Plan* (1996) and land-use/development ordinances, and be approved by the Ada County Planning and Zoning Commission.
- A Citizens Advisory Committee will be an integral component of the planning process.
 - 4. The MP will establish the classifica-

tion of the park using the criteria outlined in the IDPR State Park Land Classification and Resource Area Designation System (1999).

- 5. The MP will identify recreational activities and development compatible with the park's classification.
- 6. The MP will reflect IDPR's commitment to expanding the established wetland mitigation area at Eagle Island State Park.
- 7. Implementation of the MP will result in a resource of regional or statewide significance.
- 8. The MP will recognize all existing easements, leases, contracts, agreements and permits that are currently in effect at Eagle Island State Park.
- The MP will recognize that Eagle Island State Park was established to provide recreational opportunities for local, regional and statewide users, and that it is not intended to provide a substitute for urban park facilities.

SUMMARY OF INPUT

There were many working meetings to gain input from department staff, the public, and local officials during the planning process. The meetings, field trips and open houses, which were vital to the planning process, are described in this section.

The Planning Review Team

The Planning Review Team (PRT) provided a conduit for department leadership input, review, concurrence and support of the master plan process and products as they evolved. The PRT met five times during the course of the master plan process. The purpose of the first meeting was to select members for the Citizen Advisory Committee (CAC) and to identify and prioritize issues regarding the park. The team met a second



time with members of the public, park staff and the CAC at the public input workshop. The team's third meeting included members of the CAC and was held to select preferred alternatives, i.e., the proposed actions identified in the master plan and developed by subsequent implementation plans.

The fourth team meeting resulted in the prioritization and scheduling of the implementation plans that support the master plan. The fifth and final meeting of the team occurred during the Idaho Park and Recreation Board meeting at which the master plan was presented.

The PRT for this planning effort was appointed by Idaho Department of Parks and Recreation Director Yvonne Ferrell and included: Deputy Director Bill Dokken; South Region Manager Larry Stevens; Eagle Island Park Manager Ron Vigil; Staff Engineer Scott Fahey; Design Planning Supervisor John Crowe; Trails Program Supervisor Chuck Wells; Resource Specialist Mary Lucachick; Comprehensive Planning staff members Dave Okerlund and Connie Vaughn.

Appointment of the Citizen Advisory Committee

Nineteen applications were submitted to the department for CAC positions. The following seven citizens were selected to serve as the CAC members:

Stephen Bauer Linda Boyle Leslie Freeman John Heimer Lois Kunkler Joanne Lobdell Rick Schell

The CAC members met five times during the master plan process. The first time was for an orientation to the state park system and to the master planning process. Then, CAC members participated in, and several were facilitators for, the public workshops. In April, CAC members toured Eagle Island State Park. In April and May they participated in joint workshops with the PRT to explore options and to select preferred alternatives for the future development and management of Eagle Island State Park.

Public Workshops

Initial public input workshops to garner citizens' issues, concerns and priorities for the park were held January 25, 2000, at the Eagle Public Library. The first workshop was held from 3 to 5 p.m. The second workshop was from 7 to 9 p.m. A total of 56 persons attended both workshops. A presentation at the beginning of each workshop explained the natural resources, existing development and buildings in the park boundaries. Then, the workshop moved to the issue identification and ranking exercise.

Issue Identification and Prioritization

There were four workshops in which issues, concerns and needs were identified for the future of Eagle Island State Park. The first workshop, Dec. 15, 1999, included the PRT members. The second and third workshops were designed for public par-



Interested citizens participating in the public input workshop.



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ticipation and were held at the Eagle Public Library. The final workshop, Feb. 10, 2000, was with staff from Eagle Island State Park and department staff members who previously had not participated in a workshop.

A Nominal Group Process was used in each workshop. This technique is a structured way to get many ideas from a group of people and to have the participants rank

their combined ideas. The participants were divided into groups of 12 or fewer people. In the first step, group members individually wrote down their issues, concerns or desires for the Park. Then, in round-robin fashion, each participant stated one issue, which was recorded. This continued until all the group members' ideas had been expressed. There was a brief discussion within each group to clarify statements. Then, all the statements from each group were mounted on the wall, discussed for clarification and similar statements combined into one. Finally, each participant had five colored dots, with values from one to five points, to place on the statement or statements they bethe ranked statements from all groups. The rank is in descending order; CAC members did not advocate inclusion of a golf course of any design. A guest opinion by one of the CAC members, published by *The Idaho Statesman* newspaper, questioned the advisability of including a golf course at Eagle Island State Park. The guest opinion is included in Appendix 4.

Rank	Issue, Concern or Need
1	Provide good land and water area for retriever training.
2	Provide for equestrian use.
3 tie	Develop a frisbee golf course. Outdoor interpretive science programs.
4	Adult/youth learning center.
5	Develop a park-wide trail system connecting to the Greenbelt.
6	Provide emergency and maintenance access to the Boise River channels.
7	Preserve old buildings. Provide tours and interpretive history.
8	Habitat restoration; expand cottonwood forest.
9	Meandering children's fishing stream (see 14 and 15 for other fishing statements).
10 tie	Develop a wetlands interpretive center with wildlife viewing Alternate access to park.
11 tie	Youth activity center (day camping). Joint endeavor with the Idaho Department of Parks and Recreation and the Idaho Department of Fish and Game. Archery Range - static and roving. Natural processes.

Table 1.1

This list (Table 1.1) is a combination of

lieved to be most important.

Rank	Issue, Concern or Need
12	Access to Boise River.
13 tie	Maintain some "no access" spots for wildlife protection. Definite completion date for new entrance. Flood management interpretation, with respect to river flows (what is going on now). Aggressively pursue central sewer service.
14 tie	Low impact trail system; multi-use, not all paved. Provide a fishing pond in the park. At minimum, leave existing entrance as non-motorized entrance. No traditional golf course.
15 tie	Large group picnic area separate from lake area. Youth group camp. Reduce damage to wetlands from current grazing lease. Fishing on river, lake, pond. Develop a campground in the park.
16 tie	Develop small, isolated picnic areas (one family sites). Balance needs of "Silent Majority" with those of vocal special interests.
17 tie	Golf course with wetlands, natural systems. Regionally significant park capitalizing on wetlands, with a 25-unit RV park and tent camping. Consider management and staffing needs in the design features. Restrict points of access to the river (protect riverbanks). Open space – as natural as possible. Limited large group camping. Non-motorized access from Hatchery and Mace Roads. Regionally significant attraction. Balance use and protection of riverine environment.
18 tie	Link educational opportunities to management (water quality, grazing, etc.) Wetlands interpretive center. Return farmland to natural state. Use old buildings for local product sales. Recreational development on east end of property. Do not develop as a typical urban park (no ball fields). Nationally renowned wetland oriented golf course.



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Rank	Issue, Concern or Need
19 tie	Series of ponds, wetlands connected for recreational use. Ice rink in parking lot. Parking lot/trailhead. Develop/retain themes for historic buildings, e.g., inmate crafts. Develop multi-purpose meeting facility (old buildings?). Clearly define activities allowed/not allowed at new park entrance. Primitive group campsites. Emphasize natural processes — flooding, native vegetation. Overall water quality. Adequate funding/staffing. Coordinate/partner with other agencies for mutual benefit. Provide highest quality resources and facilities. Develop funding options for plan implementation. Reduction of open space along river corridor due to increased land values. Completion of Greenbelt from Lucky Peak to Eagle Island (IDPR part). Increased demands from special interest groups (recognition of).
20 tie	Design trail system to accommodate cross country races. Enhance river channel values. Tie into professional groups for educational opportunities (project WET, Agriculture groups, Idaho Department of Fish and Game). Treatment (tertiary) of Eagle sewer effluent in wetlands. Replant trees that died at new entrance property. Adhere to sales agreement covenants and stipulations on new entrance by established immediate deadline. Public access to the entire park – year-round biking, fishing, boating, interpre tive tours. Regular programmed interpretive component. Pressure of adjacent development. Emphasize water-based recreation opportunities. Identify multiple annual special event opportunities. Open more park property to the public. Consideration of adjacent residents. Need for year-round facilities. Water treatment wetlands research.

Table 1.1 (continued)



Meetings With Local Government Officials

Ada County Development Services staff

— The updated master plan was presented to staff on July 24, 2000. The IDPR staff, consultants and county planners reviewed the existing conditional use permit. A letter from Ada County Development Services regarding the conditional use permit process is included in Appendix 5.



Citizen advisory committee members tour the park with staff, visiting the old prison dormitory (above) and discussing the area west of the swimming pond (right).

Treasure Valley Partnership – IDPR staff and the consultant presented the draft master plan to mayors and county commissioners from the area during a meeting at Eagle Island State Park. They favorably reviewed the plan. There were 20 persons in attendance at the Aug. 28, 2000 meeting.

Ada County Planning and Zoning Commission workshop – IDPR staff and the consultant presented the draft plan to the com-

mission. The plan was favorably reviewed. Refer to a letter from the Planning and Zoning Commission in Appendix 6.

City of Eagle, Parks and Pathways Committee – The consultant presented the draft master plan to the Parks and Pathways Committee on Sept. 20, 2000. The committee favorably reviewed the plan with one suggested change – to increase the size of the equestrian area. The committee recommended that the Eagle City Council write a letter to IDPR expressing support for the plan with the suggested change.

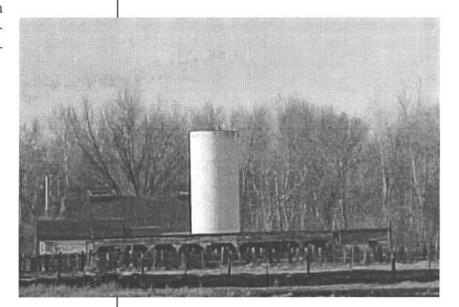




Public Tour

Eagle Historical Society – A walking tour of the former prison farm was conducted on October 7, 2000. A total of 34 persons, including IDPR staff who reviewed the his-

tory of the honor farm and proposed developments in the park, participated in the tour.



Former prison honor farm dairy barnyard.